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AUTHOR Rudasill, Susann E.
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ABSTRACT

In the face of rising juvenile violent crime rates and media talk of waste, abuse, fraud, and ineffectiveness within the Florida Department of Health and Rehabilitative Services (HRS), the state recommended the adoption of a family-focused approach in client intervention strategy. The Florida Atlantic University Professional Development Centre (FAU/PDC) was contracted to develop a training program to implement the new policy. As a result, a study was conducted to determine the following: an efficient and valid method of determining the effectiveness of HRS communication of policy; training participants' level of understanding of the new policy; employees' attitudes toward implementation of the reform; and how receptive employees are to general policy communication. The Organizational Communication Profile (OCP) developed by Peterson and Pace was selected to develop a HRS communication profile. OCP surveys were administered to 123 case managers by FAU/PDC instructors during the introduction to the family-focused practice training sessions. The survey showed that overall, the communications were well-received by HRS employees and they were well aware of policies. The assessment instrument proved an efficient and valid method of identifying the effectiveness of HRS policy communication and employee attitudes toward that policy. As a result of the study, it was recommended that the juvenile justice curriculum be revised to include administration of the OCP survey. The instrument is also appropriate for future comparison of the policy communication strategies of other HRS departments, through their training partners, to their employees. Finally, it was suggested that HRS review its current method of policy dissemination to determine the feasibility of including training and development planners in the early stages of policy development. (The survey instrument is included in the report. Contains 18 references.) (KC)

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AN EVALUATION OF THE EFFECTIVENESS OF POLICY COMMUNICATION IN THE PROFESSIONAL DEVELOPMENT CENTRE'S TRAINING PROGRAMS

Governance and Management

Susann E. Rudasill
Florida Atlantic University

Linda Lopez
South Florida

A Practicum Report Presented to Nova Southeastern University
in partial fulfillment of the requirements for
the degree of Doctor of Education

Nova Southeastern University
April, 1994

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Abstract of a Practicum Report Presented to Nova University
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AN EVALUATION OF THE EFFECTIVENESS OF POLICY COMMUNICATION IN THE PROFESSIONAL DEVELOPMENT CENTRE'S TRAINING PROGRAMS

by
Susann E. Rudasill
March, 1994

The Governor of the State of Florida, in 1993, faced with rising juvenile violent crime rates and media talk of waste, abuse, fraud, and ineffectiveness within the Department of Health and Rehabilitative Services (HRS), ordered a complete reorganization of the program office that administers juvenile justice policy. The new administrators, in compliance with that mandate, and under the jurisdiction of the Juvenile Justice Reform Act of 1990 (Florida Statutes, Chapter 39), recommended the adoption of a family focused approach in client intervention strategy. The Florida Atlantic University Professional Development Centre (FAU/PDC) was contracted to develop the Family Focus Practice Training (FFPT) to implement the new policy.

There were several research questions for this study. First, what is an efficient and valid method of determining the effectiveness of HRS communication of

policy? Second, do training participants understand the new policy? Third, what are employees attitudes toward implementation of the reform? Finally, how receptive are employees to general policy communication?

The Organizational Communication Profile (OCP), designed by Peterson and Pace (Mills et al., p. 261) was selected to develop a HRS communication profile. OCP surveys were administered to 123 case managers by FAU\PDC instructors during the introduction to the Family Focused Practice Training sessions. The assessment instrument proved an efficient and valid method of identifying the effectiveness of HRS policy communication and employee attitudes toward that policy.

As a result of this study it was recommended that the juvenile justice curriculum be revised to include administration of the OCP survey. The instrument is also appropriate for future comparison of the policy communication strategies of other HRS departments, through their training partners, to their employees. Finally, it was suggested that HRS review its current method of policy dissemination to determine the feasibility of including training and development planners in the early stages of policy development.

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Chapter 1

INTRODUCTION

Background and Significance

The Professional Development Centre at Florida Atlantic University (FAU/PDC) provides training for the Department of Health and Rehabilitative Services (HRS) juvenile justice programs. HRS administrators requested the development of a curriculum to implement a new policy that called for a major change in juvenile justice employee practice. This new policy, called family focus practice, was to replace the existing case management approach to working with clients and their families. The Family Focus Practice Training was to be delivered to all juvenile justice case managers throughout the state as a mandated training session. There was no strategy in place to determine how employees would react to the mandate.

The juvenile justice policy makers decided that case managers must be trained to spend 24 hours in the field to implement family focus practice. There were three problems with the implementation of this decision. First, the new family focus approach to juvenile justice case management was not clearly defined prior to the dissemination of that policy. Second, HRS did not communicate how the 24 hour client contact policy relates to family focus practice. Third, the department did not consider how their policy communication strategy affects employee attitudes toward the implementation of new policy.

The purpose of this study was to develop a communication profile that would determine the effectiveness of policy communication from HRS to its juvenile

justice case management employees. Prior to this intervention, there was no procedure in place to evaluate the communication of the policy changes and program reforms that are being presented through mandatory training. The newly developed Family Focus Practice Training provided the opportunity to make such an assessment, since case managers must complete this training course. After completion of the training, case managers are expected to understand and implement the family focus policy that is connected to the 24 hour client contact rule.

Organizational communication of reform in policy and practice is critical to the success or failure of any new program initiative. Typically, human services administrators ignore training activities until policy reforms are to be implemented (Austin, Brannon, & Pecora, 1984). Juvenile justice administrators are faced with a myriad of liability issues when training their staff and often rely on their training system to reduce that liability. Communication of policy reforms can become the burden of the training system. Attention to this issue is essential if training is to be used as an effective vehicle to aid in the communication of new, sometimes unwelcome, policy.

Like the new Family Focus Practice Training, the current Case Management Training at FAU/PDC was designed to sell new policy. That training met with substantial resistance from juvenile justice employees, staff trainers, and curriculum development specialists. This resistance may have been a result of the way in which that policy was communicated. This study resulted in the determination of employee's attitudes toward the new policy and their feelings about the department's general communication practices. This practicum report also

specifically addresses employee knowledge of the 24 hour client contact policy and determines employee attitudes toward the implementation of that reform.

Implementation of reforms was a topic of concern during the Governance and Management seminar. A systems approach to management was presented using Bolman and Deal's (1990) organizational structures and management theories as frames. This concept was useful for this practicum process in that it allowed a structural approach to aid in the understanding of complex management systems. The seminar text presented a useful model for viewing the HRS organization as an "alive and screaming" political frame. Bolman and Deal describe organizational change as political and say, "...it occurs when a particular individual or group is able to impose its agenda on the organization" (p.132).

The juvenile justice program office fits the political profile and has been reorganized so frequently that administrators rarely see their policies implemented. Policy is often obsolete before it is delivered to employees during training. The integration between training and policy implementation is central to the purpose of this study. An understanding of how HRS disseminates its policy, with or without the training function, was necessary to gain a clear view of that organization's communication strategy. With this understanding, recommendations can be made to include training as a resource in the policy implementation process.

Research Questions

Several research questions for this study emerged after further analysis of the political frame. First, "what is an efficient and valid method of determining the effectiveness of HRS communication of policy?" Second, "do training participants understand the new policy?" Third, "what are employee's attitudes toward

implementation of the family focus reform?" Finally, "how receptive are employees to policy communication in general?"

Chapter 2

REVIEW OF THE LITERATURE

This literature review represents an expansion of the preliminary review conducted for the practicum proposal and was focused on recent literature in the field of Human Resources Development (HRD). This survey includes institutional research literature from several data bases, as well as texts and documents that pertain specifically to juvenile justice training and policy communication. Since the subject area under study is narrow, several unpublished papers and secondary sources will be cited.

Generally, training as a function can include a wide range of interventions intended to improve job performance. Training can include direct and indirect technical assistance, such as planning, model development, team building, and other activities (Brinkerhoff, 1987; Nadler, 1982). Juvenile justice training, however, is a narrow field and frequently misused and misdirected (Massey & McKean, 1992); that is, training is sometimes used to teach policy rather than job skills. While this may be true, other researchers disagree with Massey and McKean and suggest that training should not be isolated from the implementation of policy (Goggin, Bowman, Lester, & O'Toole, 1990).

Further search of the literature for studies that address a connection between policy implementation, communication of policy, and training, was disappointing, and some authors indicate a need for future research in this area. Few researchers have specifically addressed the effectiveness of training in program and policy implementation (Groggin et al., 1990). In fact, there is limited evidence to support

the presence of more than a few programs that connect training to organizational development, research and consultation, and personnel practice and incentives (Paul, 1983).

Malcolm Knowles, an expert on adult education and training, considers the organizational climate of an institution an essential component if we are to understand the overall "feeling" or impression that people have about their organization (Knowles, 1980). However, even the prolific father of andragogy has little to say about the presence of training design specialists during the policy development stage. The few researchers that address this issue argue that using training for policy implementation is rare. These writers express concern that this lack of integration between the training function and policy implementation can result in training interventions that do not support reforms and new policy (Solomon, Heegaard, & Kornher, 1987).

Organizational structure theorists further illuminate the connection between policy communication and implementation and provide a perspective in terms of the interdependence of these relationships. The structuralist approach generally characterizes organizations in terms of their communication patterns, general atmosphere, and accomplishment of goals (Carnevale, Gainer, and Meltzer, 1990). How then do we determine how employees "feel" about their organization? Is it safe to surmise that how employees feel about their organization will impact their attitudes toward cooperating with new and existing policy?

A recent case study (Bazemore, 1993) regarding training and bureaucratic policy implementation provides an in-depth analysis of juvenile justice curriculum development and delivery. This article, forthcoming in The Justice Professional, is

particularly significant since it describes the design and implementation of the original HRS Case Management Training. The author reviews the implementation of the Case Management Training and discusses his concerns regarding the absence of training as a forum for introducing new practices and policy.

Bazemore maintains that "organizations and individuals charged with designing and delivering training could be encouraged to provide a range of support activities to assist policy makers in the implementation process" (Bazemore, 1993, p. 2). Although he does not specifically address the effects of the institutional communication of policy, he suggests that any intervention should be proactive and allow input in the early stages of policy development. Separate from training issues, institutional communication in the early stages of policy development and prior to dissemination is a theme that reoccurs in the literature.

In their book Analysis, the authors provide a systematic way of examining the performance of organizations (Mills, Pace, & Peterson, 1989). They state that while many factors play a major role in determining an organization's structure, the communication climate "...is a key variable in determining how efficient the organization is and where many of the discrepancies, between what is desired and what is really happening occur." (Mills et al., 1989, p. 151). This lack of coordination between the communication of policy, subsequent implementation, and outcomes is the major concern that precipitated this practicum project.

Further examination of this text precluded the need to develop an instrument to measure the general communication climate within HRS. The author's Organizational Communication Profile Survey (OCP) allows "...an approach for surveying organization member attitudes, perceptions, expectations, and

satisfactions so as to provide information about the climate of the organization from the point of view of the organization members" (Mills et al., 1989, p. 262). This comprehensive approach to analyzing organizational communication has been discussed in the literature and used extensively (Goldhaber, 1976, p. 382; Goldhaber & Krivonos, 1977; Goldhaber & Rogers, 1979).

In sum, this literature review resulted in the illumination of a seldom-addressed problem in human resource development; that is, the importance of determining how policy communication affects institutional outcomes. Although studies that address this issue in the area of juvenile justice policy and training are rare, research addressing policy communication in other types of organizations provided several models from which to proceed. Discovery of the OCP survey precluded the need to develop an instrument to address the research questions that are included in this practicum project.

Chapter 3

METHODOLOGY AND PROCEDURES

Problem Solving Methodology

Several procedures were used to complete this evaluation practicum. First, the previously described expanded review of the literature supported the appropriateness of the research questions included in this study and resulted in the discovery of an applicable survey instrument. Second, permission to use and customize The OCP instrument, to include the family focus practice 24 hour client contact policy, was secured from the designers of that instrument (Appendix A). Finally, the resulting data was compiled and an HRS communication profile was developed for review by FAU/PDC faculty members and HRS administrators.

Procedures

The survey instrument (Appendix B) was used to determine juvenile justice case manager's knowledge of new policy. The instrument was also used to collect data to analyze employee attitudes toward, perceptions about, and expectations of, the proposed 24 hour client contact rule. The OCP survey was customized to include an HRS identifier and statement of direct client contact policy (see Appendix B, p. 26). The instrument was reviewed by Gordon Bazemore, professor of Urban and Public Affairs at Florida Atlantic University, for its appropriateness to this study.

The authors of the survey instrument supplied normative data collected from previous administration of the instrument. This information was reviewed to determine the feasibility of comparison to the data that resulted from the present

study. Further review of the customized instrument was accomplished by FAU/PDC faculty members who actually took the survey. They deemed it a sound and understandable method to determine HRS case manager's attitudes toward departmental policy dissemination.

The proposal for this practicum report indicated that there would be 50 surveys administered and a 100% response rate, since only those in family focus training would be surveyed. As planned, FAU/PDC instructors administered the survey at the beginning of the pre-registered family focused practice training sessions. Because of the high level of interest expressed by FAU/PDC instructors and training participants, the OCP survey was administered to an additional 73 juvenile justice case managers during family focus training sessions conducted in the South and Central Florida catchment areas.

The expansion of the population sample was fortuitous because of the large amount of missing data; that is, only 53 respondents of the 123 surveyed completed the entire survey. Missing data was primarily attributed to a lack of consistency by test administrators rather than an unwillingness of respondents to complete the survey. Instructors may not have adhered to the time restrictions or perhaps did not adequately explained the process to the respondents. Most missing data should have been entered in section 1, and required timed responses. This section consists of a Szalay Associative Group Analysis technique that uses word associations for value analysis (Szalay & Lysne, 1970).

Fortunately, for the purposes of this study, the Szalay section of the instrument was not considered a critical element in the development of the communication profile. The section 1 responses did however prove useful as an

additional qualitative indicator of employee's attitudes and will be discussed in the results section of this report. The survey also allowed space for additional comments made by participants about their organization. These comments were few and will not be included in the quantitative data analysis, but will be included in the final report to HRS. The 53 completed survey instruments were scored and data was tabulated by the writer following the procedures outlined by the developers of the instrument.

Definition of Terms

For the purposes of this practicum report, effective communication of policy is defined as employee knowledge of the new policy as well as a positive attitude toward policy implementation. The term "client" refers to an adjudicated delinquent youth and a case manager is that youth's probation officer. The family-focused 24 hour client contact is defined as "...Direct client contact is face-to-face contact with the youth, parent(s), or other members of the family system in increments of 30 minutes at a time, but lesser duration's may be counted..." (N. Clark Earl, personal communication, August, 14, 1993). Bolman (1990) describes the political frame as "...an organization where power and influence are constantly affecting the allocation of resources among individuals or groups..." (p. 5). Employee attitudes, perceptions, expectations, and satisfactions will be defined and described in the results section of this practicum report.

Limitations

This practicum product is only applicable to the HRS juvenile justice program office and no inferences should be made to other organizations within that department. The customized OCP survey is not appropriate, in its present form,

for evaluation of other departments within HRS. The original instrument was easily altered to reflect the specific policy information that was evaluated to determine department specific communication practices. Replication of this study to develop a communication profile for other departments within HRS will require a similar process.

The resulting data are descriptive in nature and should not be used to determine cause or effect of HRS policy dissemination. The communication of policy may have varied by case management unit and could have been affected by the personal delivery styles of various supervisors and administrators. These data are not appropriate for comparisons by attribute variables such as unit location, unit size, and respondent characteristics. Analysis of inferential statistics or curriculum evaluation is beyond the scope of this preliminary study.

Assumptions

This practicum process was based on the assumption that HRS case managers were exposed to the new family focus policy. It was also assumed that information regarding that policy could have come from sources other than training. Analysis of the data collected indicated that both of the preceding assumptions proved to be correct. The final and critical assumption was that the OCP instrument would provide a valid and reliable measurement of the HRS organizational communication of policy. Comparisons made between item responses within the instrument indicate that the survey did in fact provide a valid assessment of the HRS communication climate. An additional assumption that resulted from this practicum process is that the juvenile justice case managers surveyed responded honestly when completing the assessment instrument. Further, it is assumed that

survey respondents were comfortable with the fact that their responses would remain anonymous and responded accordingly.

Chapter 4

RESULTS

Review of the literature precluded the need to develop an instrument that would determine the communication climate of the department under study. The literature further supported the importance of determining the organization's policy dissemination strategy as well as analyzing the results of that strategy. The criteria that was measured was based on juvenile justice case manager's attitudes, perceptions, expectations, and satisfactions regarding their employment environment and the 24 hour client contact policy that is included in the Family Focus Training.

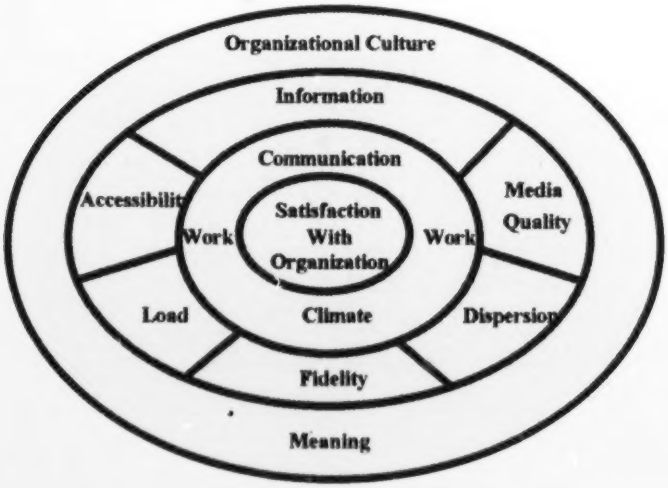
The instrument was also used to collect data to analyze general employee attitudes toward the HRS system of communication of policy and the general communication environment. The authors of the survey instrument (Mills et al., 1989) provide a thorough instruction for the development of a communication profile in their book Analysis. Those procedures were followed to develop the HRS communication profile. Use of the OCP survey technique resulted in a profile that provides a comprehensive overview of HRS using the following criteria:

- Organizational satisfaction
- Communication climate
- Information accessibility
- Information load
- Message fidelity
- Information dispersion
- Media quality
- Organizational culture

This model allowed the development of an HRS communication profile and documented the dissemination of new policy from HRS to juvenile justice employees. Figure 1 illustrates the author's conception of the model (Pace & Peterson, 1985).

Figure 1

Model for Organizational Communication Profile



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The ensuing survey data was used to develop the HRS communication profile to answer the research questions raised by this practicum process. The resulting data was first compiled and descriptive statistics were developed for later comparison to normative data (see Appendix C for raw data means). Survey responses for items 1 through 51 were measured using a Likert scale with categories ranging from 1--very little to 5--very great. Questions 52 and 53 measured percentages of respondent knowledge of the 24 hour direct client contact policy. Finally, questions 54 through 59 required true/false responses

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regarding how policy was received. Table 1 illustrates the survey item analysis for the Likert scale categories.

Table 1

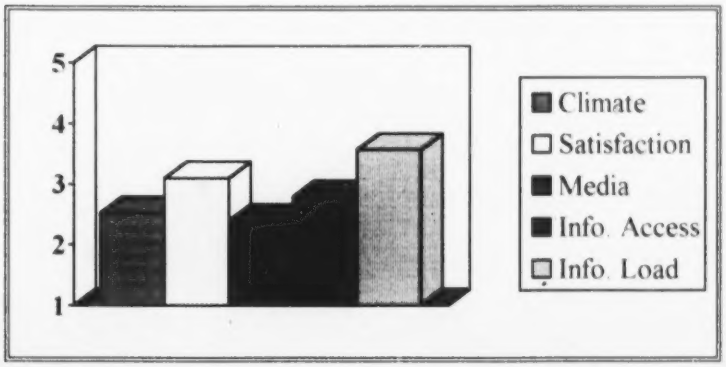
Survey Results by Likert Scale Category

Categories	Composite Scores	Means
Communication Climate	2.52	
Trust		2.81
Participative Decisions		2.37
Supportiveness		2.17
Open Down		2.83
Listen up		2.67
Concern for High Perf.		2.24
Organizational Satisfaction	3.10	
Work		2.60
Supervision		3.49
Pay & Benefits		2.99
Promotions		2.15
Co-Workers		3.71
Media Quality	2.91	
Type of Media		2.38
Information Received		2.79
Information Wanted		3.57

The resulting composite scores for the preceding communication categories were then further reduced to develop a chart for ease of comparison. Figure 2 illustrates the contrast between these categories.

Figure 2

Bar Graph of Likert Scale Categories



After determining the general communication climate of the HRS organization, it was then necessary to extract information from the data concerning employee knowledge of the 24 hour direct client care policy that is contained in the family focus practice mandate. Further examination of the data, to determine if respondents understand the new policy, was accomplished by a comparison of items in the customized portion of the survey instrument. These data provide an overview of employee's knowledge and understanding of the 24 hour direct client care policy reform prior to their participation in the Family Focus Training. The policy was defined using 10 key points that allowed respondents to circle the number of specific elements of the policy they understood. Table 2 identifies how many juvenile justice case managers were exposed to the new family focus policy and measures their knowledge of the specific content of that mandate.

Table 2

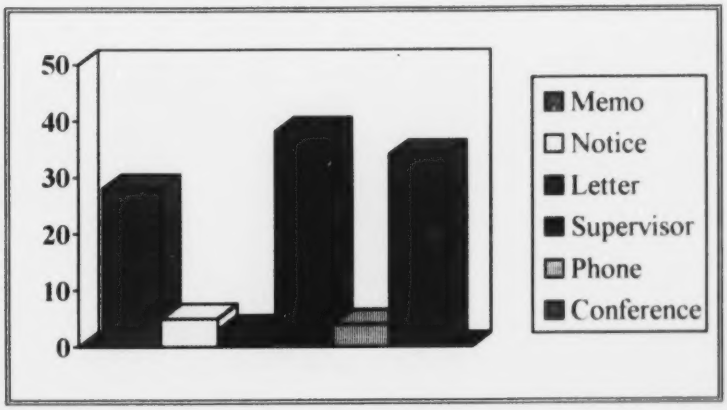
Knowledge and Understanding of New Policy

Information Dispersion	N	Score
Knew nothing about it	3	36%
Knew something about it	45	95%
Knew 0-2 facts	2	4%
Knew 3-4 facts	6	13%
Knew 5-6 facts	8	18%
Knew 7-8 facts	13	29%
Knew 9-10 facts	16	36%

An understanding of how employees received the policy information was necessary to further define policy dissemination.. Frequencies were run to measure the sources of the policy message. Figure 3 illustrates the results of that comparison.

Figure 3

How Policy Was Received



The next step of the data analysis addressed how employees felt about their organizational culture. As explained in the procedures section of this report, survey responses were reviewed using the Szalay word association analysis. This timed portion of the survey was inappropriate for use in the previous quantitative analysis. These responses did however provide an informative qualitative measure of the respondents' general feelings about their organization. Responses were assigned weighted scores by order of listing. The words and scores were then grouped into categories that reflect the culture of the organization. Then the percentage of importance of each category was calculated. Table 3 provides a view of the meaning that juvenile justice case managers assign to the three specific categories derived from the Szalay technique (see Appendix D for raw data).

Table 3

Szalay Associative Group Analysis

Relationships	Worth	Environment
30%	30%	40%

All of these data, with the exception of the Szalay section and the true/false responses, were then compared to normative data gathered by the developers of the survey instrument. This was accomplished by computing means for all the profile categories and combining these means under the general communication climate headings. Composite scores for these variables were then calculated and compared to the normative data. Table 4 provides a comparison between the HRS composite scores and those of four other organizations.

Table 4

Comparison of Normative Data Means and Percentages

Type of Org.	Computer	College	Consulting	Manuf.	HRS
Trust	3.44	2.85	3.36	3.25	2.81
P.D.M.	3.57	2.99	3.24	3.20	2.37
Support	3.21	2.86	3.08	3.01	2.17
Open Down	3.74	3.08	3.23	3.31	2.83
Listen Up	3.45	2.96	3.30	3.13	2.67
Concern for goals	3.49	2.95	3.33	3.36	2.24
Work	3.53	3.54	3.39	3.88	2.60
Supervision	3.96	3.70	2.86	3.78	3.48
Pay & Benefits	3.93	3.35	2.91	3.49	2.99
Promotions	2.99	2.50	3.02	3.02	2.15
Co-Workers	3.85	3.66	4.19	3.89	3.71
Media Quality	3.21	2.99	3.22	3.39	2.39
Info. Access	3.06	2.87	2.87	2.93	2.79
Info. Load	3.45	3.31	3.55	3.36	3.57
Knew Nothing	9%	9.6%	26%	38%	5.6%
Knew Something	82%	81%	66%	53%	94%
Error	9%	9%	8%	9%	0%
# Subjects	296	52	119	92	53

The raw survey data from which the preceding results were drawn will be kept in a computer data base and maintained by the FAU/PDC. The faculty and research staff can access these data for additional analysis and reports to HRS administrators. These results will also be made available to the writers of the instrument, to be included in their normative data bank at Brigham Young University.

Chapter 5

DISCUSSION, CONCLUSIONS, IMPLICATIONS AND RECOMMENDATIONS

Discussion

The purpose of this study was to develop a communication profile that would determine the effectiveness of policy communication from HRS to their juvenile justice case management employees. It was assumed that if HRS juvenile justice case managers had knowledge of and understood the new policy, they would be more likely to accept and implement that new practice. The research indicates that policy implementation without an effective method of communication can result in interventions that do not support reforms and new policy (Solomon, Heegaard, & Kornher, 1987). The 24 hour client contact policy that was attached to the Family Focus Training provided the opportunity to measure that assumption.

The survey results were analyzed to answer the research questions addressed in this practicum report. First, "what is an efficient and valid method of determining the effectiveness of HRS communication of policy?" The Organizational Communication Profile (OCP) was selected from the literature to make this judgment (Mills et al., 1989). This type of comprehensive approach to analyzing organizational communication has been discussed in the literature and used extensively (Goldhaber, 1976, p. 382; Goldhaber & Krivonos, 1977; Goldhaber & Rogers, 1979). The resulting HRS profile proved to be an effective way to answer the remaining research questions.

The second research question asked if employees understood the new policy. The results indicate that 95% of the employees surveyed knew something about the 24 hour direct client care policy. The majority of these employees did not receive the information regarding the new policy as a direct result of training. Training was, however, indirectly associated with the dissemination of the policy in that 86% and 77% of the employees received the policy information from their supervisor and/or by attending a conference (see Figure 3). The FAU/PDC sponsored that conference to aid in the introduction of the new Family Focus Training and 24 hour direct client care policy. This finding agrees with the results from another section of the survey that indicates that employees received most of their information from their supervisors and colleagues.

The third research question asked how much of the new policy was understood by employees and was addressed by a review of the customized portion of the survey instrument. That analysis indicated that of the 95% who knew something about the direct client care policy, nearly 80% of the respondents said they knew at least 3 or more of the 10 specific statements contained in that policy. This result correlated with the preceding results, in that the information was first released to supervisors during the training conference.

The survey results were further analyzed to determine employee's attitudes toward implementation of the family focus reform. This information was extracted from several sections of the survey instrument. Items selected to reflect a willingness of employees to implement new policy were; concern for goals, participative decision making, and openness in downward communication. Respondents scored lower in these than any of the other categories. This finding

agrees with the general communication climate composite score of 2.52 which was considerably lower than the composite scores in other categories (see Table 1).

Finally, to determine how receptive employees are to policy communication in general, composite scores for the communication climate and organizational satisfaction were compared. While both scores were below average, employees rated themselves higher in general satisfaction with the organization than they rated the organization's communication climate. While employees indicated that they are content with their supervision and co-workers, they are less satisfied with pay, promotions, and their work environment. Results from the Szalay portion of the survey support this recognition of a general concern for the perceived negative environment within the organization (see Table 3).

The HRS communication profile composite scores were compared with the composite scores from 4 types of organizations (see Table 4). Of the 17 comparisons made, HRS scored lower than all of the other organizations in all but 4 categories. Two of the 4--supervision and pay and benefits--were higher than only one of the other organization's scores. The remaining 2 scores--information dispersion and information load were higher than the comparative scores of the other organizations. The highest relative score for HRS was the information dispersion percentage. This HRS score for employee knowledge and understanding of the new policy was 94.34%. This score was higher than those of all of the other organizations (see Table 4). The other high score of 3.57 for information load reflects the amount of information employees want to receive. The information dispersion percentage reports the percentage of employees who knew something about the new policy.

Conclusions

The use of the OCP survey did, as the authors suggest, allow "...an approach for surveying organization member attitudes, perceptions, expectations, and satisfactions so as to provide information about the climate of the organization from the point of view of the organization members" (Mills et al., 1989, p. 262). Prior to this study, there has been no research done to evaluate the communication of policy from HRS administrators to their employees. The results of this survey support researchers who suggest that training should not be isolated from the implementation of policy (Goggin, Bowman, Lester, & O'Toole, 1990).

Since HRS policy changes frequently, assessment of the way in which that policy is disseminated is critical if employees are to implement new practice. Juvenile justice staff morale can be improved if employees are invited to take a more active role in the development and implementation of new policy. The manner in which policy is disseminated can make a difference in the acceptance or rejection of reforms. The training conference that was conducted by the FAU/PDC proved effective in the communication of the direct client care policy. Most employees were knowledgeable of the specifics of that policy.

The results indicate a general feeling of satisfaction with the amount of information available to employees and the manner in which the specific policy was communicated from supervisors and co-workers. There was a general climate of dissatisfaction relayed regarding communication from administrators and upper level management. Employees want more information from all the sources indicated in the survey than they were receiving at the time of this intervention.

Juvenile justice case managers are knowledgeable of the direct client care policy. They attribute this knowledge to their supervisors and co-workers. The organizational satisfaction composite score was elevated due to the inclusion of the supervision and co-workers variables. Employees indicated their dislike for their present pay, benefits, promotional opportunity, and spoke of unrealistic expectations and a general lack of support from administrators.

As there is no procedure in place to evaluate the communication of the policy changes and program reforms that are being presented through mandatory training, employees may have taken this opportunity to "vent" their frustrations toward a huge bureaucracy--that by its size alone may seem an impersonal system to work within. The seminar to which this practicum report relates presented a useful model for viewing the HRS organization as an "alive and screaming" political frame. Bolman and Deal describe this type of organization as one that assures conflict, due to the top-down policy dissemination structure (Bolman & Deal, 1990). The results of this survey support that statement. This is not to say that the complexity of the organization should be accepted and no attempt be made to improve the communication climate and dissemination strategy.

Implications

From the literature review, it appears that training can be used to design, define, and disseminate new and existing policy. Training can also include direct and indirect technical assistance, such as planning, model development, team building, and other activities (Brinkerhoff, 1987; Nadler, 1982). An on-going assessment of the communication practices within HRS is needed for improvement in the manner in which the agency relays its policy. The survey instrument used

for this practicum report was easily customized to reflect specific HRS policy. The process provided a thorough analysis of existing conditions and identified potential problem areas. This method of data gathering is effective, relatively inexpensive, and easily duplicated.

The successful administration of the OCP survey indicated that employees are willing to voice their concerns and opinions without fear of reprisal. This willingness to participate can be developed to create an ongoing dialog with administrators. Training specialists also showed an interest in being involved in policy development and communication strategies as was evidenced by their willingness to administer the survey. The assessment instrument proved useful as a teaching tool that allowed training participants to express their feelings about their organization. This type of strategy is often employed by FAU/PDC instructors at the beginning of training sessions that are designed to introduce new policy.

The survey instrument also provided information that administrators may find useful in planning future policy change. Personnel administrators may want to consider looking at the allocation of resources when implementing new programs. Specifically, salaries, benefits, and the general work environment were items that generated the greatest amount of dissatisfaction. Involving employees in these decisions would certainly improve the possibility of acceptance of any new policy incentive.

Recommendations for the Improvement of Practice

Change in policy is inherent within the HRS bureaucracy. This change comes from legislation, case law, media events, employee actions, and the political nature of the organization. HRS should consider using the OCP survey results to assist

policy-makers in determining their policy dissemination strategy. Training resources can also be effectively used to aid in the development, communication, and implementation of new and existing policy. By addressing employee concerns regarding the manner in which new policy is communicated, administrators can take a proactive approach and limit employee resistance.

Because there was some confusion regarding the timing of section 1 of the survey instrument, it is recommended that future use of the OCP survey include a training session for individuals who will administer the instrument. This session could be conducted during instructor's training preparation time and would not involve additional allocation of funds. Future profile development can be conducted during on-going training sessions and can include administration of the survey to a larger sample size. It should be noted however, that increasing the number of respondents results in additional time and cost to the researcher. The cost of this process is minimal however when the return can be measured by more effective use of human resources.

The specific concerns that were expressed by employees as a result of this study should cause HRS administrators to examine their dissemination strategy and allocation of resources. It is also evident that employees seek an expanded role in decision making and desire more communication with upper level administrators regarding policy decisions. Training specialists can facilitate this process of improving communication between policy-makers and employees. According to the survey results, supervisors enjoy non-adversarial relationships with their employees but also feel isolated from their superiors. This situation can be improved with the dedication of resources to establish an on-going dialogue

between upper level management, supervisors, and their employees using training as a vehicle.

The process used to complete this study can also be used to determine employee attitudes, perceptions, expectations, and satisfaction with their organization's communication strategy within other agencies in the department of HRS. This recognition of employee views and ideas can be used to improve the often negative view of employees, the media, and the general public have towards the agency. If employee's concerns are not addressed, their dissatisfaction can undermine promising strategies for future improvement in HRS practice.

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APPENDIXES

Appendix A

Memorandum of Understanding

Florida Atlantic University
Professional Development Centre
1515 West Commercial Boulevard
Second Floor, Room 204
Fort Lauderdale, Florida 33309
Telephone: (305) 351-4160

MEMORANDUM

TO R. Wayne Pace, Brigham Young University
FROM Susann E. Rudasill, Florida Atlantic University
SUBJECT Organizational Communication Profile
DATE October 30, 1993

Thank you for talking with me today about my plan to use your OCP survey instrument in my research. As we discussed, I would like to look over your normative data and begin administering surveys to our Department of Health and Rehabilitative Services students as soon as possible.

At $5.00 per survey our budget will allow only 50 surveys at this time. I will customize the surveys and score and analyze all data here. I appreciate your offer to conduct the data analysis but cannot accept since my study is being submitted to fulfill partial requirements of my doctoral program.

As we agreed, I will forward my final report to you at the conclusion of my study and, of course, I will cite your work in ANALYSIS. Please have your staff bill the Florida Atlantic University Professional Development Centre, attention: Theresa Champagnie, for the survey forms. Thanks again for your advice and assistance.

copy Judy Davis, Director FAU/PDC
Theresa Champagnie, Executive Secretary

Appendix B

Customized Survey Instrument

ORGANIZATIONAL COMMUNICATION PROFILE

BRENT D. PETERSON AND R. WAYNE PACE

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ORGANIZATIONAL ASSOCIATES P.O. BOX 7270, UNIVERSITY STATION, PROVO, UTAH 84602

THE ORGANIZATIONAL COMMUNICATION PROFILE (OCP) INSTRUMENT IS AN APPROACH FOR SURVEYING ORGANIZATION MEMBER ATTITUDES, PERCEPTIONS, EXPECTATIONS, AND SATISFACTIONS SO AS TO PROVIDE INFORMATION ABOUT COMMUNICATION AND THE CLIMATE OF THE ORGANIZATION FROM THE POINT OF VIEW OF ORGANIZATION MEMBERS.

THE OCP FOCUSES ON SUCH ORGANIZATIONAL COMMUNICATION CONCERNS AS: COMMUNICATION CLIMATE, ORGANIZATIONAL SATISFACTION, MEDIA QUALITY, INFORMATION ACCESSIBILITY, INFORMATION LOAD, ORGANIZATION CULTURE, INFORMATION DISPERSION, AND MESSAGE FIDELITY.

BEFORE BEGINNING THE QUESTIONNAIRE WAIT FOR SPECIAL INSTRUCTIONS FROM THE FACILITATORS. THANK YOU FOR YOUR WILLINGNESS TO PARTICIPATE!

In the box below write the name of your organization. As you are timed for one minute, write all the words that come to your mind when you think of your organization. *Use only one word on each line.*

Department of Health and Rehabilitative Services
Juvenile Justice Case Management

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____
11. _____
12. _____
13. _____
14. _____
15. _____

THANK YOU! YOU HAVE COMPLETED THIS PORTION OF THE INSTRUMENT.
DO NOT TURN THE PAGE UNTIL GIVEN FURTHER INSTRUCTIONS.

Please respond to all questions as honestly and frankly as you possibly can!

Unless the wording of a particular item specifically indicates otherwise, respond in terms of your own impressions of this organization.

Indicate your response to each item by circling a number. PLEASE ANSWER EACH ITEM! Use the following instructions to interpret the meaning of the numerical symbols:

-1- Fill in this blank if the item is a false description of conditions in the organization.

-2- Fill in this blank if the item is more false than true as a description of conditions in the organization.

-3- Fill in this blank if the item is about half true and half false as a description of conditions in the organization.

-4- Fill in this blank if the item is more true than false as a description of conditions in the organization.

-5- Fill in this blank, if in your judgment, the item is a true description of conditions in the organization.

PLEASE, DO NOT ATTEMPT TO INTENSIVELY ANALYZE EACH QUESTION, AND--OF COURSE--YOUR RESPONSES SHOULD REFLECT YOUR OWN JUDGMENTS, NOT THOSE OF OTHER PEOPLE. THERE ARE NO RIGHT OR WRONG ANSWERS.

You may now begin, Thank you and good luck!

	False				True
1. Your supervisor disciplines with tact and does not try to embarrass you publicly.	1	2	3	4	5
2. Personnel at all levels in the organization demonstrate a commitment to high performance goals (high productivity, high quality, low cost).	1	2	3	4	5
3. This organization provides adequate pension plans and other special benefits.	1	2	3	4	5
4. Supervisors seem to have a great deal of confidence and trust in their subordinates.	1	2	3	4	5
5. Your co-workers generally do quality work.	1	2	3	4	5
6. Personnel at all levels in the organization are communicated to and consulted with concerning organizational policy relevant to their positions.	1	2	3	4	5
7. Your organization's policy concerning vacation is fair.	1	2	3	4	5
8. Your organization has no dead-end jobs--everyone has a chance to be promoted.	1	2	3	4	5
9. Your supervisor congratulates you when you do good work.	1	2	3	4	5
10. Subordinates seem to have a great deal of confidence and trust in their supervisors.	1	2	3	4	5
11. Your co-workers are good people and enjoyable to be around.	1	2	3	4	5
12. Information received from subordinates is perceived by supervisors as important enough to be acted upon until demonstrated otherwise.	1	2	3	4	5

	False				True
13. Your organization has a good system for evaluating your performance.	1	2	3	4	5
14. Your supervisor lets you know where you stand.	1	2	3	4	5
15. All personnel receive information that enhances their abilities to coordinate their work within the organization.	1	2	3	4	5
16. Your organization pays you well for the work you do.	1	2	3	4	5
17. Your organization provides adequate coffee and rest breaks.	1	2	3	4	5
18. A general atmosphere of candor and frankness seems to pervade relationships between personnel through all levels of the organization.	1	2	3	4	5
19. Your working conditions are as good as your organization could possibly provide.	1	2	3	4	5
20. Your organization provides you with every opportunity to gain a sense of accomplishment in your work.	1	2	3	4	5
21. There are avenues of communication available for all personnel to consult with management levels above their own.	1	2	3	4	5
22. Your organization provides you with plenty of freedom to work on your own and not be closely supervised.	1	2	3	4	5
23. Your chance for promotion is excellent if you do your best work.	1	2	3	4	5
24. All personnel are able to say "what's on their minds" regardless of whether they are talking to subordinates or supervisors.	1	2	3	4	5

	False				True
25. Your organization provides you with every opportunity to turn out quality work.	1	2	3	4	5
26. Your organization promotes qualified individuals on a regular basis.	1	2	3	4	5
27. Except for necessary security information, all personnel have relatively easy access to information that relates directly to their immediate jobs.	1	2	3	4	5
28. Your co-workers get along well with one another.	1	2	3	4	5
29. A high concern for the well-being of all personnel is as important to management as high performance goals.	1	2	3	4	5
30. Your fellow workers are supportive of one another and do their best to help one another.	1	2	3	4	5
31. Supervisors at all levels in the company listen continuously and with open minds to suggestions or reports of problems made by personnel at all subordinate levels in the organization.	1	2	3	4	5
32. Your work is interesting and it provides you with a challenge.	1	2	3	4	5
33. The communications sent out by the company help you identify with and feel a vital part of the company.	1	2	3	4	5
34. Company publications are interesting and helpful.	!	2	3	4	5
35. Written directives and reports from the company are clear and concise.	1	2	3	4	5

Instructions for Questions 36 through 51.

You receive information from various sources within the organization. For each source listed below, circle the number that best indicates the amount of information you are now receiving from that source

This is the amount of information I receive now.

Source of Information	**Very Little**	**Little**	**Some**	**Great**	**Very Great**
36. Your Immediate Supervisor	1	2	3	4	5
37. Co-workers/colleagues in your own unit	1	2	3	4	5
38. The "grapevine"	1	2	3	4	5
39. The manager of your immediate supervisor	1	2	3	4	5
40. Top management (executive management team)	1	2	3	4	5
41. Subordinates (if applicable)	1	2	3	4	5
42. Written communications (newsletters, memos, etc.)	1	2	3	4	5
43. Electronic communications (mail, video, telephone, etc.)	1	2	3	4	5

Now, circle the number that best indicates the amount of information you want to receive from that source.

	This is the amount of information I want to receive				
Source of Information	**Very Little**	**Little**	**Some**	**Great**	**Very Great**
45. Your Immediate Supervisor	1	2	3	4	5
46. Co-workers/colleagues in your own unit	1	2	3	4	5
47 The "grapevine"	1	2	3	4	5
48. The manager of your immediate supervisor	1	2	3	4	5
49. Top management (executive management team)	1	2	3	4	5
50. Subordinates (if applicable)	1	2	3	4	5
51. Written communications (newsletters, memos, etc.)	1	2	3	4	5
52. Electronic communications (mail, video, telephone, etc.)	1	2	3	4	5

Prior to receiving this questionnaire, what did you know about the information in the box below

24 hour Direct Client Contact Policy

53. Please Check one: 1. _____ I knew nothing about it

2. _____ I knew something about it

If your answer to item 52 was "I knew nothing about it," you have completed this portion of the questionnaire. Proceed to question number 60.

If your answer to item 52 was "I knew something about it," then read the following message and circle the number following item 53 closest to the approximate number of information items you knew prior to reading the message.

MESSAGE

1. Direct client contact is face-to-face with the youth, parent(s) or other members of the family system
2. In increments of 30 minutes at a time, but lesser duration's may be counted
3. The primary focus must be on scheduled interventions
4. And based upon a team oriented treatment plan
5. And must make up at least 50% of the 24 hours
6. Supervisors should allow for flexibility in duration and appropriateness of contacts
7. Teachers, clergy or others providing service should be counted
8. To the greatest extent possible, this contact must take place in the community
9. Contacts demonstrate the HRS commitment to be proactive presence in the community
10. "Written documentation that case managers provide a minimum of 24 hours weekly face-to-face contact with youth and/or their families outside of an office setting" was a proposed draft standard by Bobby M. Monitors under the Quality Assurance Exit Criteria, II.B

53.	1	2	3	4	5
	0-2	3-4	5-6	7-8	9-10

By what method did you receive the information in the message? Circle True (T) if you received the information by the method indicated. Circle False (F) if you did not.

54. T F Memo

55. T F Notice on bulletin board

56. T F Personal letter

57. T F Immediate supervisor

58. T F Talking over the telephone

59. T F Attending an organized group meeting or conference

60. Now if you would like, in the space provided below, state how you really feel about your organization. (Use 25 words or less.)

YOU ARE FINISHED!
THANK YOU VERY MUCH!

Appendix C

OCP Survey Raw Data Means

Variable	N	Mean	Std. Dev.	Variance	Var. Coef.
Item #1	52	4.057693	1.243	1.546	.306
Item #2	53	2.528302	1.17	1.369	.463
Item #3	53	3.188679	1.257	1.579	.394
Item #4	53	2.773585	1.31	1.717	.472
Item #5	53	3.660377	.999	.998	.273
Item #6	53	2.192308	1.237	1.531	.564
Item #7	52	4.076923	1.045	1.092	.256
Item #8	53	1.981132	1.185	1.403	.598
Item #9	53	3.64151	1.374	1.888	.377
Item #10	53	2.867925	1.241	1.54	.433
Item #11	53	3.830189	1.051	1.105	.274
Item #12	53	3.207547	1.261	1.591	.393
Item #13	53	2.433962	1.394	1.943	.573
Item #14	53	3.283019	1.406	1.976	.428
Item #15	52	2.538461	1.196	1.43	.471
Item #16	53	1.396226	.817	.667	.585
Item #17	53	3.301887	1.501	2.253	.455
Item #18	53	2.113208	1.031	1.064	.488
Item #19	53	2.188679	1.287	1.656	.588
Item #20	53	1.943396	1.045	1.093	.538
Item #21	53	2.566038	1.279	1.635	.498

OCP Survey Raw Data Means (Cont.)

Variable	N	Mean	Std. Dev.	Variance	Var. Coef.
Item #22	52	2.980769	1.365	1.862	.458
Item #23	53	2.226415	1.187	1.409	.533
Item #24	53	2.245283	1.27	1.612	.565
Item #25	53	2.377358	1.197	1.432	.503
Item #26	53	1.981132	1.009	1.019	.51
Item #27	53	3.132076	1.177	1.386	.376
Item #28	53	3.660377	1.073	1.152	.293
Item #29	53	1.962264	1.224	1.499	.624
Item #30	53	3.716981	1.045	1.091	.281
Item #31	53	2.150943	1.081	1.169	.503
Item #32	53	3.90566	1.148	1.318	.294
Item #33	52	2.384615	1.157	1.339	.485
Item #34	53	2.396226	1.062	1.128	.443
Item #35	53	2.37358	1.113	1.239	.468
Item #36	53	3.622642	1.13	1.278	.312
Item #37	53	3.471698	1.103	1.216	.318
Item #38	52	3.115385	1.166	1.359	.374
Item #39	53	2.509434	1.265	1.601	.504
Item #40	52	2	1.155	1.333	.577
Item #41	35	2.714286	1.1	1.21	.405
Item #42	53	2.773585	1.25	1.563	.451
Item #43	53	2.169811	1.205	1.451	.555
Item #44	52	4.519231	.754	.568	.167

OCP Survey Raw Data Means (Cont.)

Variable	N	Mean	Std. Dev.	Variance	Var. Coef.
Item #45	53	3.849057	1.081	1.169	.281
Item #46	52	2.153846	1.334	1.78	.619
Item #47	52	3.903846	1.192	1.422	.305
Item #48	52	3.807692	1.221	1.492	.321
Item #49	35	3.2	1.389	1.929	.434
Item #50	53	3.735849	1.288	1.66	.345
Item #51	53	3.45283	1.435	2.06	.416
Item #52	53	1.943396	.233	.054	.12
Item #53	45	3.777778	1.204	1.449	.319

Appendix D

Szalay Raw Data

Wt.	CASE #1	CASE #2	CASE #3	CASE #4	CASE #5
6	Helping	Helping	Juvenile	Juvenile	Big
5	Politics	Busy	Delinquent	HRS	Unwieldy
4		Too Big	Services	CYF	Impersonal
3		Clients	Detention	Bureaucracy	Bureaucratic
3		Helpful	Detained		
3		People	Children		

Wt.	CASE #6	CASE #7	CASE #8	CASE #9	CASE #10
6	Group	Service	Confusing	Chaos	Helpful
5	Team	Services	Unorganized	Huge	Bureaucratic
4	Together	Referrals	Authoritative	Economic	
3	Unit	Food	Rigid	Delinquency	
3	Club	Housing		Foster Care	
3	Efficient	Financial		Abuse	
3				Neglect	
2				Children	
1				AFDC	

Wt.	CASE #11	CASE #12	CASE #13	CASE #14	CASE #15
6	Juvenile Justice	Misapplication	Juvenile Justice	Bureaucratic	Delinquency
5	Evolving	Unorganized	CYF	Disorganized	Adolescent
4	Fast-Paced	Incompetent	Dependency		Crime
3	Rigid	Unqualified	AFDC		Offense
3		Supervisors	Too Large		Victims
3			Top Heavy		Child

Szalay Data (Cont.)

Wt.	CASE #16	CASE #17	CASE #18	CASE #19	CASE #20
6	Intervention	Big	Pathetic	Help	Delinquency
5	Education	Political		Need	People
4	Prevention			Assistance	Delinquent
3	Scorn			Service	Court Order
3					Hearings
3					Community
3					Service
2					Counseling
1					School
1					Bureaucracy

Wt.	CASE #21	CASE #22	CASE #23	CASE #24	CASE #25
6	Structure	Social Service	Helping	Helping	Slow
5	Command	Too Large	Caring	Lacking	Good Training
4	Authority	Impersonal	Brainstorming	Communication	More Clients
3	Slow	Tallahassee	Organized	Disorganized	Big
3			Large	Good People	Limited
3			Public	Low Pay	
3				No Production	
2				No Motivation	

Wt.	CASE #26	CASE #27	CASE #28	CASE #29	CASE #30
6	Unorganized	Large	No Incentives	NAACP	Unfair
5	Bureaucratic	Complex	Lacking	Negro College	Insensitive
4	Political	Diligent	Unorganized	Cancer Society	Dead-end
3	Concerned	Patient		Urban League	

Szalay Data (Cont.)

Wt.	CASE #31	CASE #32	CASE #33	CASE #34	CASE #35
6	Large	Chaos	Disorganized	Services	Disorganization
5	Money	Disorganized	Inconsistent	Programs	Computerless
4	People	Uncaring	Delegate	Health Care	Paperwork
3	Disorganized		Poor Services	Foster Care	
3	Government		Mistrust	Children	
3	Service			Rehabilitation	
3	Newspaper				
2	Lawyers				
1	Old				
1	Training				
1	Courts				

Wt.	CASE #36	CASE #37	CASE #38	CASE #39	CASE #40
6	Counseling	Unstable	Inconsistent	Confusing	Unfair
5	Services	Demanding	No Comm.	Mixed-up	Big
4	Fin. Aid	Negative Media		Ridiculous	Un-real
3	Protection	Inconsistent		Inconsistent	Low Salaries
3	Aging	Family Interest		No-Support	No Promote
3	Children	Community		No-value	Its a Job
3	Families	Poor Reward		Changing	Reputation

Wt.	CASE #41	CASE #42	CASE #43	CASE #44	CASE #45
6	Big	Too Political	Big	Not Pleased	Large
5	Complex	Under Funded	Helpful	No Respect	Bad Rep.
4	Bureaucratic	Traditionless	Accommodating	No Backbone	Wrong Role
3	Red Tape	Crisis Driven		Un-professional	
3	Multi-faceted	Frustrated		Low Pay	
3	Cumbersome				

Szalay Data (Cont.)

Wt.	CASE #46	CASE #47	CASE #48	CASE #49	CASE #50
6	Bureaucratic	Social Service	HRS	Client Oriented	Disorganized
5	Well-meaning	Dependency	Sucks	Family Focus	Wasteful
4	Cumbersome	Investigations	Stress	Financial Help	Threatening
3	Ineffective	Welfare	No-Consuming	Over-worked	Low-paying
3	Authoritarian	Fear	Wasted Energy	Under-paid	No-support
3	Inflexible	Dead-end Job		Bad News	Inconsistent
3	Media	Disoriented		Unfair	
2		No Advance		Caring	
1		Fringe Benefits			

Wt.	CASE #51	CASE #52	CASE #53
6	Low Regard	Services	Huge
5	Insensitive	Rehabilitation	Bureaucratic
4	Management by Muscle	Bureaucracy	Helpful
3	"My way or Highway"	Paperwork	Beneficial
3		40 Hour Work Week	Disorganized
3		Multicultural	